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Government
Publications

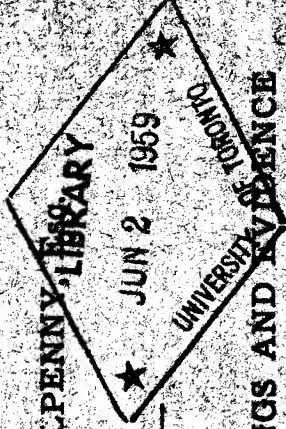
HOUSE OF COMMONS

Second Session—Twenty-fourth Parliament
1959

SPECIAL COMMITTEE ON

BROADCASTING

Chairman: G. E. HALPENNY



MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

THURSDAY, MAY 21, 1959

CANADIAN BROADCASTING CORPORATION

WITNESSES:

E. L. Bushnell, Acting President, Canadian Broadcasting Corporation;
and Charles Jennings, Controller of Broadcasting.

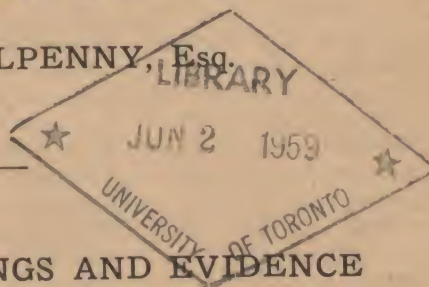
THE QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
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SPECIAL COMMITTEE ON BROADCASTING

Chairman: G. E. Halpenny, Esq.

Vice-Chairman: J. Flynn, Esq.

and Messrs.

Miss Aitken,
R. A. Bell (*Carleton*),
Tom Bell (*Saint John-
Albert*),
Brassard (*Lapointe*),
Campeau,
Chambers,
Chown,
Dorion,
Fairfield,
Fisher,
Forgie,

Fortin,
Horner (*Jasper-Edson*),
Jung,
Kucherepa,
Lambert,
Macquarrie,
Mitchell,
Morris,
McCleave,
McGrath,
McIntosh,

McQuillan,
Nowlan,
Pickersgill,
Pratt,
Richard (*Ottawa East*),
Robichaud,
Rouleau,
Simpson,
Smith (*Calgary South*),
Smith (*Simcoe North*),
Tremblay—33.

J. E. O'CONNOR,
Clerk of the Committee.

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MINUTES OF PROCEEDINGS

THURSDAY, May 21, 1959.

The Special Committee on Broadcasting met at 9.30 a.m. this day, the Chairman, Mr. Halpenny, presiding.

Members present: Miss Aitken; Messrs. Bell (*Carleton*), Bell (*Saint John-Albert*), Chambers, Dorion, Fairfield, Fisher, Flynn, Forgie, Halpenny, Horner (*Jasper-Edson*), Kucherepa, Lambert, Macquarrie, Morris, McCleave, McIntosh, Pickersgill, Pratt, Richard (*Ottawa East*), Robichaud, Simpson, Smith (*Calgary South*), Smith (*Simcoe North*), and Tremblay. (25)

In attendance: Mr. E. L. Bushnell, Acting President of Canadian Broadcasting Corporation, assisted by Messrs. R. L. Dunsmore, Chairman, Finance Committee, Board of Directors; Charles Jennings, Controller of Broadcasting; Marcel Ouimet, Deputy Controller of Broadcasting; J. P. Gilmore, Controller of Operations; Marcel Carter, Controller of Management, Planning and Development; R. C. Fraser, Director, Public Relations; R. E. Keddy, Director of Organization; Barry MacDonald, Secretary, Board of Directors; J. A. Halbert, Assistant Secretary, Board of Directors.

The Chairman observed the presence of quorum and reported to the Committee that a proposed motion, to subdivide the Committee's study of the Canadian Broadcasting Corporation by separating consideration of the English network services from the French language service and referring the latter to a specially designated operational subcommittee, was discussed and referred to the Speaker for consideration and advice.

The Chairman also expressed the opinion that as all members of the Committee were equally interested in studying the programming of the French language network, the Committee should first complete its consideration of the English network services and then devote whatever time is necessary to a thorough study of the French language service.

Mr. Bushnell elaborated on a statement he made at the Committee's last meeting held Tuesday, May 19 with regard to the broadcasting of a coming sports event, and was questioned concerning the Corporation's relations with various sports bodies and its attitude towards sports in general.

Following the answering of certain questions asked at previous meetings concerning fees paid to guest speakers and commentators, Mr. Bushnell tabled for inclusion as appendices to today's printed proceedings the following documents:

1. C.B.C. Television Program Cost and Revenue Notes (*See Appendix A*)
2. C.B.C. Gross Revenue for Past Five Years (*See Appendix B*)
3. A Chart and Explanation of the Administration of a Sample Television Program (*See Appendix C*)
4. C.B.C. News Directives and Style Guides (*See Appendix D*)
5. Copy of a letter from Mr. P. S. Ross & Sons, Chartered Accountants, to the General Manager, Canadian Broadcasting Corporation, dated May 1, 1958 (*See Appendix E*)

Messrs. Bushnell and Jennings were questioned concerning the objectivity and impartiality of C.B.C. News programs, and Mr. Jennings read a statement regarding relations between the Corporation and privately-owned stations, dealing with option time and radio reserved time.

Copies of C.B.C. Times were distributed to members of the Committee.

At 10.55 a.m. the Committee adjourned to meet again at 11.00 a.m. on Tuesday, May 26, 1959.

J. E. O'CONNOR,
Clerk of the Committee.

NOTE: *Text of the Proceedings recorded in the French language appears immediately following this day's Evidence.*

REMARQUE: *Le texte des témoignages recueillis en français figure immédiatement à la suite du compte rendu des délibérations de la séance d'aujourd'hui.*

EVIDENCE

THURSDAY, May 21, 1959.
9.30 a.m.

The CHAIRMAN: Gentlemen, we have a quorum. As we promised you at the last meeting we do have French interpreters and reporters here this morning.

We had a meeting of the steering committee yesterday afternoon, and it was decided to recommend to the committee that we continue the questioning on English programming and then, when we have completed the English programs, we will proceed with the French network. I think in that manner we can save a considerable amount of time.

The steering committee feels that the reason for that is that the rest of Canada is just as interested in what is happening in French-speaking Canada as are the people in French-speaking Canada.

Is that agreeable to the committee?

Agreed.

Mr. SMITH (*Calgary South*): May I ask a question, Mr. Chairman?

The CHAIRMAN: If I might just continue. Our French questioning will be reported in the same way as in the Estimates Committee. That is, if it is in French it will be translated into English on the spot. It goes into the record in English, with the French appearing in the appendix.

Is that agreeable to every person?

Agreed.

The CHAIRMAN: We had a proposal submitted to the steering committee by Mr. Rouleau. I do not think it is necessary to read it, but I have sent it down to Mr. Speaker for a decision, and he has promised to give me a decision on the proposal as soon as possible. Would you like it read?

Mr. PICKERSGILL: I think it should be read.

The CHAIRMAN:

Whereas the Canadian Broadcasting Corporation comprises two separate networks, one in the English language and the other in the French language;

Whereas those two networks are dealt with separately in the report submitted by Mr. Bushnell to the parliamentary committee set up to inquire into the corporation's activities;

Whereas the direct management of the French network is distinct from that of the English network;

Whereas each network has its own distinct services and programs;

Whereas it would be desirable and logical for the parliamentary inquiry to bear on both networks;

Whereas the purposes of the inquiry would be better achieved by dividing the parliamentary committee in two sections;

Consequently, it is moved by Mr. Guy Rouleau, M.P. for Dollard, seconded by Mr. Noel Dorion, M.P. for Bellechasse—

This was signed by Mr. Guy Rouleau, but as yet I have not had any letter, signature or other indication from Mr. Noel Dorion, as to his intentions.

—that the parliamentary committee, for the purposes of its inquiry, set up a subcommittee which will consider more specifically the operations and activities of the C.B.C. French network, and that, accordingly, the said committee submit this request to parliament.

As I stated, I have already sent that to the Speaker for a decision, and he has promised me a decision very shortly.

If it is agreeable to the committee, I think we will start off with a short statement from Mr. Bushnell. I know he wishes to file some of the information you have asked for.

Mr. ERNEST BUSHNELL (*Vice President, Canadian Broadcasting Corporation*): Thank you, Mr. Chairman. There is one point that I would like to clear up. I think a reference was made last Tuesday to the Moore-Durelle fight, and an observation I made has been interpreted rather widely in certain parts of Canada, at least. I have been so informed. I would like to make it clear as to what my intention was when I made the statement.

The transcript reads:

If Mr. Quinn does not come around as far as Ottawa is concerned, and remove it from the blackout list, there is going to be trouble.

I am not backing away from that for one minute. I happen to live in Ottawa, and if that fight does not come into Ottawa I am going to hike somewhere near the North Pole; and that is what I meant. I mean, if it does not come into Ottawa and some other cities—Quebec City and Kingston, for example—the C.B.C. is going to be in trouble; and, quite frankly, unless the blackout restrictions are removed in certain areas we are certainly going to take a very serious second look as to whether we carry the fight in other parts of Canada at the price asked for by Mr. Quinn.

I hope that clears that up.

Mr. PICKERSGILL: I would like to put a question on what has been said. Some of us are rather unsophisticated about these things, and I happen to be one. I wish Mr. Bushnell would explain to us what this blackout business means. I do not know enough about the background of it.

Mr. BUSHNELL: It means, simply this—

Mr. PICKERSGILL: You will have to start with the A. B. C. in this thing.

Mr. BUSHNELL: All right. The "A" is the place of origin, which will be in Montreal; the C.B.C. will televise that fight from there. It will then be distributed over its networks in both French and English; but Mr. Quinn is insisting that it will not be televised over the transmitters of CBMT, CBFT, the Sherbrooke station, either of the Ottawa television stations, or the Kingston station.

All the blackout means is that we simply do not transmit a particular item in any of those areas. That would remove from our potential audience well over a million people.

Mr. SMITH (*Calgary South*): I was going to say, Mr. Bushnell, while you are commenting on this situation, could you bring us up to date on a similar situation? That is to say, with regard to your negotiations on the broadcasting of the Big Four football? You have the same difficulty, I understand?

Mr. BUSHNELL: Yes, we have the same difficulty, but to a somewhat lesser extent. Actually, the blackouts imposed upon us by the I.R.F.U., commonly referred to as the Big Four, and the W.I.F.U., the western conference, are not as extensive as those required or apparently being requested by Mr. Quinn. Let us take the west, for example: if we are making a pickup out of Winnipeg, let us say, then our Winnipeg station cannot televise that game.

Mr. SMITH (*Calgary South*): You have not yet reached an agreement, but you are satisfied that you will?

Mr. BUSHNELL: We have reached it.

The CHAIRMAN: You have a question, Mr. Bell?

Mr. BELL (*Carleton*): I was going to follow the same line.

The CHAIRMAN: Mr. McIntosh, I know you had a question.

Mr. McINTOSH: You have made quite a statement, Mr. Bushnell. What control have you over Mr. Quinn picking it up and televising it to the United States? Supposing that he did not agree and said there is going to be a blackout in Canada, what control have you over him?

Mr. BUSHNELL: I think, Mr. McIntosh, we have considerable control in this sense, that it will be a matter of negotiation with respect to price.

Mr. McINTOSH: But can you prohibit him from picking that up in Montreal and telecasting it in the United States?

Mr. BUSHNELL: Oh no.

The CHAIRMAN: Would they have to use your basic services in Montreal?

Mr. BUSHNELL: We have been supplying those services to—

The CHAIRMAN: N.B.C. or C.B.S.?

Mr. BUSHNELL: A.B.C., actually.

Mr. FISHER: It is customary, in telecasting, both to a degree in Britain and also here, to blackout in local areas from which it is possible to draw people; and certainly Ottawa is within range, for people driving out, seeing the fight and driving back to Ottawa. There is the promoter's side to it.

Mr. BUSHNELL: There are always two sides to every question, I grant you that.

Mr. SIMPSON: Supplementary to Mr. Smith's question: in relation to football broadcasts, do you run into any difficulty whatsoever in relation to blackouts required by associations in regard to Grey Cup games?

Mr. BUSHNELL: No.

Mr. SIMPSON: None whatsoever?

Mr. BUSHNELL: None whatsoever.

Mr. PRATT: May I ask a question supplementary to this?

Mr. Bushnell, are the international facilities controlled by C.B.C. or Bell Telephone in the area, say, Montreal, Plattsburg, Burlington or whatever it is?

Mr. BUSHNELL: They are controlled by the Bell Telephone, I imagine in conjunction with A.T.&T. in the United States.

Mr. SIMPSON: While we are on this angle of broadcasting sporting events, have the C.B.C. looked into the possibilities or investigated the possibilities of carrying the game of the week from the major baseball league?

Mr. BUSHNELL: Yes, we have. This is on television, you mean?

Mr. SIMPSON: On television, yes.

Mr. BUSHNELL: Yes, we have looked into it, and I must confess that I just cannot give you the reasons why we are not able to carry it. Probably Mr. Jennings might; I do not know; but I know we have had to turn it down.

Mr. JENNINGS: We could not carry it on a regular basis last year because on Saturday afternoons the television schedule was broken into by so many other things—the Queen's Plate, other races and things like that. But this year we are trying to see whether we can get in as many as can be admitted into the schedule. This turns on the many things we have discussed with the private television stations at our program committee meetings. There is a great desire for this game on Saturday afternoon, and I hope we can get it this summer.

Mr. SMITH (*Calgary South*): When would it be started?

Mr. JENNINGS: I will let you know later.

Mr. SIMPSON: It may be possible to take them all?

Mr. JENNINGS: We cannot take them all.

Mr. SIMPSON: But it may be possible to take intermittent ones?

Mr. JENNINGS: Yes, the odd one.

Mr. KUCHEREPA: Can you see any strict policy relevant to black-outs, having to do with a particular team in the league itself? I am thinking more of Toronto and Hamilton, where they have a black-out in the Toronto area when the Argonauts are playing in Hamilton.

Mr. BUSHNELL: That is correct.

Mr. KUCHEREPA: Is there any firm policy as far as the C.B.C. is concerned?

Mr. BUSHNELL: It is not a C.B.C. policy, but the policy of the league.

Mr. KUCHEREPA: But in negotiations the C.B.C. has something to say as to how far this black-out goes?

Mr. BUSHNELL: I am afraid we have very little to say.

Mr. KUCHEREPA: How far does the black-out go?

Mr. BUSHNELL: If Toronto is playing in Hamilton, for instance, the black-out extends to Toronto, Hamilton, Barrie and Kitchener.

Mr. KUCHEREPA: In the area of?

Mr. JENNINGS: An area of 75 miles; approximately a 75-mile radius from the point of pickup.

Mr. PICKERSGILL: There is one other question I have, and that is this: there was some suggestion made—and I forgot who made it—that this fight in Montreal could be picked up by an American network and broadcast in the United States. This may not be a proper question for the C.B.C. at all, but for the B.B.G.; but what would be the legal situation about that? Can American networks come in and pick up anything like that in Canada and broadcast it in the United States, or is there any control? This is really for information.

Mr. McCLEAVE: That would be for the B.B.G., I suggest, Mr. Chairman.

Mr. JENNINGS: I think that is something the B.B.G. will have to take a look at. We have not prohibited that in the past to any great extent.

Mr. PICKERSGILL: The question is, could you; and it is not whether you have in the past.

Mr. JENNINGS: Could we?

Mr. PICKERSGILL: Yes, could you?

Mr. JENNINGS: In fact, I cannot answer that.

Mr. CHAMBERS: In fact, they use your cameras?

Mr. BUSHNELL: We supply them, at a price.

Mr. PICKERSGILL: But I am asking about the legal situation.

Mr. McINTOSH: You answered my question "no", and that is the same question.

The CHAIRMAN: I think that is a question for the B.B.G.

Mr. PICKERSGILL: I will be quite happy to leave it to them.

Mr. SIMPSON: This may be more off the track, but could we have some information on the policy of the C.B.C. in relation to the same type of broadcasting if somebody, the promoter or somebody else, wants to sell the rights for closed circuits, such as in theatres? What does that come under?

Mr. BUSHNELL: There is nothing to prevent him that I am aware of. That is not broadcasting.

Mr. SIMPSON: No, it is not broadcasting.

Mr. BUSHNELL: It does not come under the C.B.C., and I would not think it comes under the B.B.G.; and I doubt if it comes under the Department of Transport.

The CHAIRMAN: If any place, it would come under the Department of Transport?

Mr. BUSHNELL: Yes, if any place.

The CHAIRMAN: Mr. Bushnell?

Mr. BUSHNELL: Thank you, Mr. Chairman. I think last Friday Mr. Simpson asked for figures indicative of the ranges of fees paid to speakers and those participating in interviews. I take it, Mr. Simpson, you are mainly interested in television?

Mr. SIMPSON: That is right.

Mr. BUSHNELL: In reply, I would advise that the speakers who appear in half-hour programs—such as Citizens' Forum, Fighting Words, Press Conference, Les Idées en Marche, Prise de Bec, Rencontre—are paid a fee range of \$50-\$75. For shorter programs the range is \$30-\$60. For chairman and speakers appearing on other half-hour programs the fee depends to some extent on the degree and nature of their participation. That is, if they are demonstrating some article, either the article itself or graphically, the fee is somewhat higher. It ranges from \$50 to \$200.

I think it might be of interest to make a comparison of these various ranges with the last report I gave to this committee, in 1955.

Radio talks: half-hour talks, of which there are comparatively few, the range today is from \$90 to \$140; and in April 1955, from \$75 to \$125. Quarter-hour talks, today \$40 to \$75; and in 1955, \$35 to \$60. Ten-minute talks, today the range is \$30 to \$50; and in 1955, \$25 to \$50. Five-minute talks, today \$20 to \$35; and in 1955, \$15 to \$30. Two or three-minute talks, \$15 to \$25; and it was the same price in 1955.

The CHAIRMAN: If you bring a speaker in from another area, do you pay expenses in addition to that; travelling expenses that is?

Mr. BUSHNELL: Yes, in some cases. In some cases, it is an all-embracing arrangement. We might pay him a higher fee and let him pay his own expenses, but in most cases we actually arrange a definite fee in advance and pay the ordinary travelling expenses.

Mr. BELL (*Carleton*): Including Lady Docker and Randolph Churchill?

Mr. SMITH (*Calgary South*): This range is very small, I recognize that, but I would be curious to know how you determine the range. For instance, what is the basis upon which somebody gets \$50 and someone else gets \$75?

Mr. BUSHNELL: Well, that is done largely, I should imagine, by negotiation. We try to get him at the lowest possible price, but if we cannot and we want someone very badly we might go a little higher.

Mr. FISHER: Am I correct in assuming that the members in the provincial legislature or at federal level do not get any recompense for appearing on public affairs programs of any kind?

Mr. BUSHNELL: I could comment on that, but having been told once or twice before that my remarks were facetious, I am not going to say anything now.

Mr. PICKERSGILL: I was going to ask Mr. Bushnell if the victims of Press Conference were ever paid any fees.

Mr. BUSHNELL: No; as a matter of fact we feel, Mr. Pickersgill, it is rather the other way around, that for the privilege of being on Press Conference we should ask them to pay us for the time; but we do not.

MISS AITKEN: Could we have an estimate of what the entire cost of a program like Front Page Challenge or One of a Kind is?

Mr. BUSHNELL: I think we are coming to that in a moment, Miss Aitken, not in specific terms, but in a general way, and I think the information you are asking for will be made available later.

The CHAIRMAN: Mr. Simpson?

Mr. SIMPSON: In relation to the speakers, and expenses for bringing in the speakers, have the C.B.C. a scale or set regulations of expenses, or do the speakers coming in put in an expense account?

Mr. BUSHNELL: In our negotiations with them we give them a rough idea. We certainly put a limit on them. In other words, they cannot go and hire three suites in the Royal York Hotel, if you like. But for important persons, we give them what we consider to be adequate remuneration for their expenses; and, as a matter of fact—like the rest of us—they have to turn in vouchers for moneys paid out.

Mr. FISHER: I want to ask some questions about the roster which you tend to keep for public affairs broadcasts, and I ask the questions with this point in mind, that I think, by a too narrow selection, you may lead to two things: that is, a certain bitterness amongst people in the fourth estate and, secondly, those people, because of the amount of income they get from the C.B.C., may be prejudicing their freedom of comment in other ways.

Can you indicate what your plans are to expand the scope of the number of people you are using on public affairs broadcasts; and when are you going to consider very seriously the hiring of some of those people that you think are top notchers on a permanent basis, making them C.B.C. employees and giving them the chance to move?

Mr. BUSHNELL: I think Mr. Jennings covered that in part, and I think it will be also covered more substantially when we table the list of speakers that we have used on these various programs of opinion throughout the year. We have definite plans for expanding the roster; but, as Mr. Jennings explained—I think to you—the other day, there are very practical and very real difficulties.

There are some newspapers, actually, who certainly do not want their representatives, their journalists, their columnists, to take part in television or radio broadcasts. There are others—and I know of one, who has told me that he would be frightened to death to appear before a television camera; he simply will not do it.

There are others, actually, who, for one reason or another have not the time, and they simply say that the fees we pay are not adequate to recompense them for the time they have to spend. Those are some of the practical difficulties that we have.

Mr. FISHER: What do you say about the point of getting them into your employ, or developing your own employes in this field?

Mr. BUSHNELL: We have several observers and commentators in other capitals of the world, and we have been giving serious consideration, to appointing someone to cover Ottawa.

Mr. FISHER: Just one?

Mr. BUSHNELL: Actually, at the moment we have a small news department here; but probably one, maybe two—certainly it would have to be two; one in the French language and one in the English language—and we just have not yet found the right man. Actually, we could find the right man if we could pay him enough money.

Mr. FISHER: Are there not indications that you could find the right man if—as Mr. Jennings says—some people you have found are more photogenic, more presentable, and better than others?

Mr. BUSHNELL: That is a matter of personal choice with them, whether they want to leave their publication and join the C.B.C., which might be a little bit precarious.

Mr. McCLEAVE: Why publication?

Mr. FISHER: I have heard a lot of people complain very strenuously about the fact that Maclean's and Chatelaine seem to get very much advertising, because people are introduced as "so and so of Maclean's". Is that aspect of it necessary?

Mr. BUSHNELL: That is a condition, actually. The publishers of that paper and that magazine insist that their representatives should be identified.

Mr. FISHER: Are you aware of the criticisms that keep coming up, for example in the Thompson newspapers, on this very theme?

Mr. BUSHNELL: I certainly am.

Mr. FISHER: Well, I wish you would consider very seriously ways of meeting that criticism.

Mr. McCLEAVE: Mr. Chairman, these are questions which put the parliamentary committee spotlight on Close-Up, and I hope Mr. Bushnell and Mr. Jennings can get the answers to them for some time next week.

Mr. CHAMBERS: Mr. Chairman, I have a supplemental questions on this.

The CHAIRMAN: If it is a supplemental question, all right.

Mr. CHAMBERS: You were thinking of putting one or more persons on the news staff in Ottawa. Would this be as a news reporter, or as a commentator?

Mr. BUSHNELL: A news reporter only.

Mr. CHAMBERS: Because I think the idea of having a "tame" commentator in the C.B.C. would be very dangerous.

Mr. PICKERSGILL: Mr. Chairman, I have a supplemental question and it is very much along the same line as Mr. Chambers' question, but I would like to pursue the thing a little further.

I would like to be told what advantage the C.B.C. sees in having even a news reporter. I understand that over past years the C.B.C. has always prided itself on getting its news from the news services and keeping itself out of this really quite dangerous field of even reporting news. I just wondered why it was you now feel there should be a change in this policy.

Mr. BUSHNELL: We recognize the dangers, Mr. Pickersgill, and we do get a great flow of news from the regular news services. But we feel that with a representative of the C.B.C. on the job it would not be necessary always for him to do the direct news reporting, but he would then be in a position to inform our news editors in Toronto, Montreal and elsewhere with respect to background on certain items that may not have been covered too fully by the press services.

Mr. FISHER: Is your reasoning on this that you cannot go into the news comment field because you are a public corporation? I am thinking with regard to the C.B.C., of Eric Sevaried and the role that Elmer Davis once played.

Mr. BUSHNELL: We feel that should be done by people who are not employees of C.B.C.

Some Hon. MEMBERS: Hear, hear.

Mr. BELL (Carleton): May I ask a question, Mr. Chairman? I am not saying that I personally feel that this word should be spread around; but is there not a great deal of validity in the fact that certain members of the press gallery have as great scope—and even as expert knowledge—as members of parliament; and therefore it would be impossible to get away from the fact that they would have these extra qualities and would, therefore, be more in demand than others?

Mr. BUSHNELL: That is quite correct.

Mr. PICKERSGILL: I am not really satisfied about the necessity of reporters—even news reporters—being attached to the C.B.C. I would really like to hear a reasoned answer to that very grave misgiving that I confess I have.

My feeling is that the Canadian Press—which is a cooperative agency, owned by all the newspapers in Canada—is an excellent news service, and that for the preservation of the political independence of the C.B.C. it would be very much better—unless they have some real complaints with regard to the Canadian Press—not to be entering this field and not to be duplicating this expenditure. We know all these services cost money. They are costing more money all the time, and it comes out of the taxpayer's pocket. I have grave doubts as to whether the public will get value for additional money spent in this field, when the Canadian Press and, for that matter, the other agencies, seem to me to be doing a pretty competent job.

I would really like to hear what the argument is on the other side. I am not saying I have a closed mind on this, but I have grave doubts about it.

Mr. SMITH (*Calgary South*): May I ask a question for clarification, Mr. Chairman? Is Mr. Pickersgill suggesting the complete elimination of the news service, or purely a repetition of the Canadian Press on television?

Mr. PICKERSGILL: The C.B.C., which has existed now since 1936 and which, until very recently, depended for its news source on the press agencies from whom it bought its services, according to my understanding is now embarking upon news gathering on its own in respect of the country, particularly here in parliament.

Mr. BELL (*Carleton*): That is not right.

Mr. JENNINGS: This man would not compile news as dispatches; he would voice reports on sound and film. This is the reason that we feel we want our own man here—to compile factual reports for radio and film reports for television. There is no difficulty.

Mr. PICKERSGILL: This does not come into the radio field at all, then?

Mr. JENNINGS: Yes; this man will report for radio and for television.

Mr. PRATT: Am I right in assuming that this man would be a broadcasting technician, rather than a news technician?

Mr. JENNINGS: He would be definitely a reporter.

Mr. PRATT: I gather from your words that he would be primarily a broadcasting technician, and that the reporting ability is secondary. That is the answer to Mr. Pickersgill's question, as I understand it.

Mr. PICKERSGILL: The answer does not satisfy me. I still have very grave misgivings.

The CHAIRMAN: What kind of an answer would you like, Mr. Pickersgill?

Mr. PICKERSGILL: I think we ought to pay some attention to the taxpayer's money that is being spent, and I fail to see that there is any need for the C.B.C. to enter this field. Again, I would say I am not prejudging the question, but no argument I have heard yet has convinced me that this departure is a wise one.

Mr. BUSHNELL: Mr. Pickersgill, would you be so kind as to permit us just to give the matter a little more thought?

Mr. PICKERSGILL: I would be very happy.

Mr. SMITH (*Calgary South*): Mr. Chairman, I add a little support to Mr. Pickersgill's remarks. I think that on occasion a newscaster goes beyond his responsibility of quoting wire service and the old-fashioned habit, I suppose, of making news interesting is inclined to be almost slanted. Inasmuch as there are samples of that, it is, to a very substantial degree, in sympathy with the opinion expressed by Mr. Pickersgill.

Mr. BELL (*Carleton*): Mr. Chairman, I share Mr. Pickersgill's misgivings in relation to this, although I would like to keep an open mind until Mr. Bushnell has had an opportunity of presenting a considered statement to the committee.

Mr. PICKERSGILL: I feel exactly the same way.

The CHAIRMAN: You mentioned, Mr. Pickersgill, the saving of money, as if that were a personal trait. I think every person on this committee has that feeling; we would all like to save the taxpayers' money.

Mr. PICKERSGILL: I am not claiming any monopoly in any field.

Mr. CHAMBERS: The Canadian Press provides, of course, excellent service, but it is true that all they provide is wire service. Anything like a television interview of a news source, in Ottawa or elsewhere—or a radio recorded interview in Ottawa or elsewhere—is not and cannot be provided by the Canadian Press; it has to be supplemented by something, surely. I would be interested in hearing what the C.B.C. has to say.

Mr. FISHER: Is not the major cost factor in producing this sort of thing the question of cameras and facilities rather than the reporter?

Mr. BUSHNELL: Yes.

Mr. FISHER: So, in essence, the objection, from the point of view of cost is nonsense.

The CHAIRMAN: Gentlemen, may we leave that now until Mr. Bushnell has had time to prepare an answer on this?

Mr. McCLEAVE: I have two questions with regard to the television program Close-Up. The first is, was Miss Sylvia Murphy paid for her guest interview—that is, for appearing as a guest on the program—some time towards the end of the winter?

The second question concerns the appearance of Charles Templeton on Close-Up on the night of May 6, when I understand the interview was done from New York by Pierre Berton with Vance Packard on motivational research. Mr. Templeton made a brief appearance at the end of that program to answer some questions. I am interested in how he got to New York, whether the C.B.C. paid his way there, whether they paid his hotel expenses, and whether they paid for his appearance on that program.

Mr. BUSHNELL: May I answer that question later?

The CHAIRMAN: There are one or two members who wish to ask questions, but Mr. Bushnell still has a part of his statement to read, so perhaps, gentlemen, you will hold your questions until he has concluded.

Mr. BUSHNELL: I think it was on Tuesday that Mr. Robichaud asked questions about the requirements of the corporation in respect to release of network programs by affiliated radio and television stations. At that meeting I outlined how we meet semi-annually with our television affiliates and it was indicated that there is a joint C.B.C.-affiliate station program committee which works as required between meetings with affiliated stations. One of the recent achievements of this program committee is a plan for "option time", as we call the document covering the basis of reserving time for television network programs on stations affiliated to the network.

In my opening statement I recounted how the government in the fall of 1952 decided that private stations would be licensed on condition, as recommended by the Massey commission, that they release national television program service in the areas since the Canadian system was to be one of single stations. At that time the C.B.C. informed prospective licensees that they could count on a minimum of ten and one-half hours of network service. From this minimum through actual practice over the last six years, affiliated stations have carried from the network more and more service, averaging approximately 40 hours a week in the last year.

It was agreed that there should be a more clearcut *modus operandi*—over the years at the start of each program season, stations were advised of the option time for the season and negotiated concerning commercial network programs to be scheduled. The result was the committee study I mentioned a moment ago. On March 20 at a general television affiliate meeting there was agreement to the plan put forward which provided for the division of the broadcast day into time classifications A, B, and C. This was done on the premise that the network and the station should have opportunity to serve the various audiences during the broadcast day. The resulting network option time plan divides the class times as follows:

Class 'A'—(36 hours—6:00-11:00 p.m. Monday to Saturday
5:00-11:00 p.m. Sunday)
Network—20:30 hrs.

That is evening or night time.
Affiliates 15:30 hours.

Class 'B' is late afternoon time. Class 'C' is any other time, morning, afternoon and night—anything like that. I have a tabulation here which sets out these classes and hours, which could be included in your record, if you wish.

The CHAIRMAN: Is that agreed, gentlemen?

Agreed.

Mr. BUSHNELL:

Affiliates 15:30 hrs.

Class 'B'—(14 hours—1:00-6:00 p.m. Saturday
1:00-5:00 p.m. Sunday
5:00-6:00 p.m. Monday to Friday)
Network— 7:00 hrs.
Affiliates 7:00 hrs.

Class 'C'—53 hours (All other times back to 8:00 a.m. Mon.-Fri. and to 9:00 a.m. Saturday and Sunday)
Network—26:30 hrs.
Affiliates 26:30 hrs.

Total (103:00)	Class	A	B	C	Total
	Network	20:30	7:00	26:30	54:00
	Stations	<u>15:30</u>	<u>7:00</u>	<u>26:30</u>	<u>49:00</u>
		36:00	14:00	53:00	103:00

This is the general basis of the plan. I am sure the committee will understand that there are ancillary provisions needed to cover exceptional circumstances in an operation as complex as scheduling programs for the television network across the Country. Some of these special clauses provide for scheduling of live actuality and other special programs which run for longer periods than are contemplated in the basic plan. Another provides that specific scheduling be reviewed at the Spring affiliates meeting each year and that the network undertakes to supply the affiliates with firm schedules by August 1st to take effect at the end of September.

Radio network requirements are set out in what we call 'reserved time' schedules. For the trans-Canada network, the reserved time requirements vary from 14:00 hours for the maritimes to 11:00 hours for the prairies, Ontario and Quebec and 10:15 hours for British Columbia. Most stations release a good deal more of the network service than is required by reserved time. The average at the present time is 27:34 hours per week.

For the French network, reserved time commitments total 12:21 hours. The average weekly network service carried by affiliated stations is approximately 30 hours.

On the dominion network, reserved time comes to 5:15 hours for the Maritimes and 5:00 hours for Ontario, Quebec and British Columbia. The average service released by Dominion stations works out to 13:57 hours a week.

How we figured that extra minute out, I do not know. It comes to about 14 hours a week out of a total of approximately 30 hours of network service available to them.

In radio it might be of interest if I explain that before the advent of television the trans-Canada and French networks through a combination of reserved time and sponsored network service there was a network obligation on affiliated stations of some 30 hours a week. At that time the average weekly hours of network service ran in the neighbourhood of 45 hours. Sponsorship of radio network programs has almost completely disappeared as a result of the impact of television in the United States and in this country. In the circumstances created by the Broadcasting Act, which imposes a network regulatory role on the board of broadcast governors, the Corporation is presently engaged in a thorough study of radio network operations and when the results of this study are available, proposes to discuss them as a new basis of affiliation with private stations connected with our networks as a preliminary to an official approach—jointly we hope—to the board of broadcast governors in this connection.

If I may go on, I would just like to outline for you the material which we have available today for distribution in reply, if you like, to the request of several members for certain information. I think it was Mr. Dick Bell who brought this up. I do not know whether or not he asked a specific question. You may recall, however, there was considerable discussion on the objectivity and impartiality of news. Mr. Bell asked if we would table regulations regarding balance and fairness of our newscasts. That material is here and I will ask Mr. Jennings to present later certain excerpts from the regulations which are widely distributed among our news editors and news writers.

The next item is the final letter from P.S. Ross and Sons. Then I believe Mr. Flynn asked for a table showing the gross revenues in respect of T.V. and radio for the last five years. That is available today.

Then, if I might refer to the letter Mr. O'Connor sent to me as a result of the discussions of the subcommittee, we have available today the program costs. I think that was something to which Miss Aitken referred. We shall be able to table this today. Mr. Gilmore will be able to give you a great deal of information. That is in respect of the English network. The French network will come later. I think your subcommittee was to decide on the month.

The CHAIRMAN: If we were, we neglected to do so. We shall do so.

Mr. SMITH (*Calgary South*): May I ask, as a matter of procedure—

The CHAIRMAN: Just a moment, please. Is it agreed we will have all these documents included as an appendix?

Agreed.

Mr. SMITH (*Calgary South*): Mr. Bushell mentioned we will have, as an example, Mr. Jennings to comment on the question of allocation of costs. My point is, do you propose to discuss this following his examination, or do we go back to finance, as you suggested before we take up this matter?

The CHAIRMAN: I think we could discuss it now, and later go back to finance.

Mr. BUSHNELL: I think Mr. Chambers asked for charts showing the administrative responsibility for programming. We have that available. I believe the question was in two or three parts. I think the explanatory notes attached to the chart will quite adequately cover the information sought.

The CHAIRMAN: Is it agreed this will be included as an appendix?
Agreed.

The CHAIRMAN: All right, Mr. Tremblay.

Mr. TREMBLAY: (*Interpretation*) Mr. Chairman, we have been given tables here showing the cost of producing some of these programs, that is to say, the English programs. When in the near future we get similar cost production figures for some French programs, I now wish to say I am not satisfied with what we have before us. I do not accept this way of proceeding. We get general accounts and do not get any indication of what programs are involved.

So, Mr. Chairman, I would like to say what we have to judge is the quality of the program as it is related to the cost of the program. The taxpayers expect us, as their representatives to give them explanations on the cost of production and on the quality of these programs. So I cannot accept that we should get these general figures without any regard to the program involved.

Mr. Chairman, the radio committee was set up in order to make a general inquiry of C.B.C. administration practices. This followed upon numerous representations which had been made by the taxpayers. We simply cannot be really satisfied with these general explanations which are given to us. What we need to know are the costs of production in each particular case so that we may see if we really are getting our money's worth, so to speak.

Mr. SMITH (*Calgary South*): May I speak on a point of privilege. I do not suggest I necessarily disagree with Mr. Tremblay, but I merely remind you, Mr. Chairman, the steering committee decided they would request certain information. This information has been provided. You then suggested you would like to have Mr. Gilmore speak to it. I think in all fairness Mr. Gilmore should be permitted to do that and then we should determine whether or not we have received what we want.

When I asked for this information I indicated I would not be completely satisfied unless we received all we initially asked for. I think, however, Mr. Gilmore should be given an opportunity to speak.

The CHAIRMAN: I was going to say the same thing. I know you have a further question, Mr. Tremblay.

Mr. TREMBLAY: (*Interpretation*) Mr. Chairman, I regret I do not agree with Mr. Smith. I recall when we decided on the procedure referred to by Mr. Smith, our colleague, Mr. Fortin, said he would not submit to the decision of the advisory board, or advisory committee, if it was not what we wanted to know. I was in agreement with that.

The CHAIRMAN: Mr. Tremblay, the feeling of the steering committee was that we would ask the C.B.C. to give us, as we stated in this letter, the detailed costs compiled as soon as possible. This was to include production costs and administration expenses for ten unspecified one-hour and half-hour shows. We asked that they be identified as A, B, C, D, E, F, and so on. As Mr. Smith has said, he stated that he might not be satisfied with this. At least it is an attempt, however, on the part of the steering committee to cooperate with the C.B.C. If at the time you get the costs of the French-speaking shows you and Mr. Fortin, or any group, do not think they are sufficient, then at that time I would suggest a motion be made to this committee. Would that be satisfactory for today?

Mr. TREMBLAY: Yes.

Mr. FLYNN: Mr. Chairman, may I ask a question concerning the decision of the steering committee. It was decided that this applies only to the commercial programs. It has been agreed, I think, that he would give us all the figures of the so-called sustaining programs.

The CHAIRMAN: That is right.

Mr. FAIRFIELD: At the last meeting I asked for comparative figures of the cost of the new audience research department of the C.B.C. as compared to the amounts they have paid out in the past year for commercial intelligence. So far we do not have that figure.

Mr. BUSHNELL: May I offer my humble apologies. I am afraid we cannot do everything at once and also keep the wheels of broadcasting rolling at the same time. It will be available as soon as possible.

Mr. MACQUARRIE: Mr. Chairman, the discussion goes around in circles and my comments may be a little late. Mr. McCleave spoke about the program Close-Up. I wonder if the C.B.C. had any ethical qualms about presenting a program on the state of Ghana, a commonwealth state, commenting on the views of the leader of the opposition, without eliciting views from the leader of the government, whom the C.B.C. at times represents as being too busy for any of his supporters. I myself was rather shocked at such a procedure, of going to an opposition leader when you are working on a half-hour program. I will not make any comment on the domestic predilections on that. However, I wondered about this program.

The CHAIRMAN: It would appear you are not the only one who is wondering.

Do you wish Mr. Bushnell or Mr. Jennings to carry on now?

Mr. BUSHNELL: May I ask which of the various items I have mentioned here you would like to deal with.

The CHAIRMAN: I think we should have the first item first.

Mr. BUSHNELL: The objectivity and impartiality of news.

Mr. MCINTOSH: Before we start on that, may we have an answer to Mr. Macquarrie's question.

Mr. BUSHNELL: I quite agree there are wide differences of opinion on that matter. Actually, we started out with the best of intentions. We tried our best to get the leader of the government to participate on this show. He very assiduously avoided us. Whether it is right or wrong to present only the views of the opposition I am not prepared to say.

I think, actually, that we were right in trying to give as best we could a cross-section of what was happening in the state of Ghana. We had gone to considerable expense. Do we scrap the whole thing simply because the leader of the government refuses to take part in it? That is the problem we are faced with day in and day out.

Mr. FISHER: Is it not true that nobody in Canada has a vote in Ghana, and therefore this is a very unimportant question?

Some Hon. MEMBERS: Not at all.

Mr. FISHER: A question about what the opposition said may be more interesting to Mr. Pickersgill than some other people here.

Mr. MACQUARRIE: I think the people in Canada are, or I certainly hope they are quite interested in the development of Ghana. I think a program that gives no voice to the official head of that country certainly is not proper.

Mr. BUSHNELL: I did not hear it or see it, but I am informed we had a statement from the Governor General of Ghana following our news last night who probably put the whole thing in its proper perspective.

Mr. BELL (*Saint John-Albert*): Mr. Chairman, I understand that last Sunday—although I did not see the show—that in the special broadcast on parliament greater attention was given to the opposition in the Senate than to the government party there.

Mr. PICKERSGILL: There is more of it.

Mr. BELL (*Carleton*): The same should apply here then.

The CHAIRMAN: I think if it is agreeable, lady and gentlemen, we will go on to a discussion on the objectivity and impartiality of other news.

Mr. FISHER: I want to know if I can bring this up some time. I want to ask Mr. Bushnell certain questions on the program "The Nation's Business", and I want to ask him if he has considered putting that on at a later time, in order to pick up a better listening ratio. It has one of the lowest of all programs, and I feel one of the reasons is the time. I know politicians are bad examples, but the time is the thing.

Mr. SMITH (*Calgary South*): As I said earlier, I have no conflict with Mr. Tremblay, and wanted merely to hear the witness' opinions. But we are wandering from one thing to another without coordination and synchronization, and I suggest we start with one item now, otherwise we will be here all day discussing individual problems.

The CHAIRMAN: If we went on to the objectivity and impartiality of news, which Mr. Bell asked for, then we would be on to that for the rest of the day. Do you wish Mr. Jennings to make a comment on that?

Mr. BUSHNELL: That is what I would prefer.

Mr. JENNINGS: Mr. Chairman, at the last meeting there was rather a general discussion on the objectivity and impartiality of the C.B.C. news service, and that was brought to a close by Mr. Bell asking for the internal rules and regulations which govern the operation of the C.B.C. news service.

What I have done on the paper that is being put before you today is to give you extracts from a very large book and the range of what that book contains is shown by the first 10 or 12 pages. The first page shows you the contents of the various sections of the book. Section 14 is the internal rules and regulations; then follow supplementary directives, general; news room operations; flashes, emergency operations, and so on, down to the heading "style guide."

We have given you, in the succeeding pages, the individual index for each section. I suggest we might thumb through it, and under the "Internal Rules and Regulations," in alphabetical order, you see a couple of pages of various subjects.

It is the same thing under section 15, supplementary directives, general. Section 16 is news room operations. That starts off with "Clean copy"—that has to do with the condition and type of paper, and so on. Section 17, "Flashes, emergency operations, V.I.P. deaths"; section 18 deals with the handling of elections. Section 19 is again supplementary directives, for television; and is followed by section 20, supplementary directives, for radio.

Section 21, release restrictions; and section 22, style guide.

Beyond that, I have gone through the various sections and have picked out these specific directives which you may want to look at. You may want me to read them to you. They are pretty well self explanatory.

The first is 14.7 "Integrity of C.B.C. news", and starts by saying:

The policy which guides operations of the C.B.C. national news service is based on the primary conception that this service is in the nature of a public trust; to present by radio and television all the significant news of the day's happenings in Canada and abroad factually, without bias or distortion, without tendentious comment, and in a clear and unambiguous style.

Then section 14.8; "Accuracy".

The CHAIRMAN: Are there any questions on the integrity of the C.B.C. news?

Mr. SMITH (*Calgary South*): Would you like to repeat that question?

Mr. PRATT: Mr. Chairman, I have a question which refers to the impartiality of the news. Sometimes it works in reverse, to the good of the public. I have received a brief of the Canadian Federation of Mayors and Municipalities, and one of the complaints is that under C.B.C. regulations, all radio stations are prohibited from advertising or broadcasting any information pertaining to elections, but that certain local radio stations had interpreted this regulation as applying also to plebiscites.

A case in point was in the city of Victoria, British Columbia, where a plebiscite had been held seeking authorization from the ratepayers to build a new bridge to replace an old bridge which become dangerous for public use.

The CHAIRMAN: Would that not be under the B.B.G. regulations, Mr. Pratt?

Mr. PRATT: My question is, has there been any improvement in that situation whereby these rules do not hold these local stations hide-bound to its interpretation?

Mr. BUSHNELL: That is no longer our responsibility.

Mr. PRATT: But has the change come about?

Mr. JENNINGS: As far as I know.

Mr. PRATT: I am not asking that as a question of policy, but as an actual fact, in application.

The CHAIRMAN: I would suggest we hold that for the B.B.G., and we can get a factual answer on it from them.

Mr. PRATT: I did not realize the answer was that difficult.

The CHAIRMAN: They are not suggesting what the answer is.

Mr. JENNINGS: I think that in the regulations of the B.B.G. a plebiscite is still defined. I would have to look at it.

Mr. PRATT: It is still defined as being one of the questions not discussable on public broadcasting?

Mr. JENNINGS: As I recall—and I do not want to put these remarks on the public record as an authority on it...

Mr. PICKERSGILL: I think I should put this question not to Mr. Jennings, but to Mr. Bushnell, because I am sure a question of this sort would go right to the top of the corporation.

Perhaps I should preface it by saying that several years ago a question was put on the order paper in parliament asking the members of the then government if they had communicated with the C.B.C. regarding any of these programs.

I will put my question in a more restricted fashion: Has the C.B.C. had any complaint from any member of the present government about the integrity or any other aspect of the news service?

Mr. BELL (*Saint John-Albert*): Are you sure of the answer to this before you ask it? It may ruin him, politically.

Mr. BUSHNELL: I think I can in all truthfulness and honesty say the answer would be "no".

Mr. McCLEAVE: Or from the opposition?

Mr. BUSHNELL: Or from the opposition either. Clearly, it is not inconceivable I might meet some member of parliament on the street who would say to me, "why the heck did you put that item in the news broadcast last night?" But other than something that is completely informal and rather personal, the answer is, definitely, no.

Mr. SMITH (*Calgary South*): Surely, you had one from the opposition concerning the dinner for Mr. Smallwood?

Mr. McCLEAVE: That is the federation that wrote in, and not a member of parliament.

Mr. FLYNN: What is the explanation? Did you explain you had made an error in not putting the picture of Mr. Pickersgill applauding?

Mr. JENNINGS: I think, quite seriously, you will see from what we have put before you here, the very specific, clear-cut directives under which the news service operates all the time.

In connection with the thing Mr. Pickersgill or Mr. Smith mentioned, there immediately followed that incident a revision or, rather, an addition to the news directives which I refer you to as 19.10.1 and 19.10.2, the last and second to last page. The last page is the relevant one really.

19.10.1 Newsfilm Editing—Responsibility. Final responsibility for the content of all news programs rests with the TV editor-in-charge, or his delegate within the news service. This includes the editing of newsfilm. While all editors should realize that the preparation of news for television requires a high degree of cooperation, bringing together the best skills and cooperation with other departments—

The cutting department, editing, and so on.

—this does not relieve the news service of responsibility for content in line with established policies that govern the accuracy and integrity of our news.

It then goes into detail:

19.10.2, Filming and Editing Public Speeches. To avoid the highly improper inter-cutting of inappropriate shots in newsfilm reports of political or other public speeches, the following safeguards must be observed:

When filming speeches, change lens after each complete sequence, alternating between medium shot and medium closeup. If there is applause or booing, keep the camera rolling to the end of the demonstration, either holding on the speaker or, if possible, panning over to the audience for visual reaction.

Do not shoot unrelated applause by the audience. If a sound camera is being used to take crowd shots for cutaways, shoot neutral scenes showing people, but not people who are applauding or booing.

In the film editing—under editorial supervision—never under any circumstances use “unrelated” sound-on-film reaction scenes as cutaways, and be extremely careful about what you use even as a silent cutaway.

Before use, all edited film must be screened by the editor responsible to ensure that the above safeguards have been observed.

The CHAIRMAN: I would suggest that is fixed now.

Mr. JENNINGS: This followed immediately upon the heels of that regrettable incident.

Mr. PICKERSGILL: On a question of privilege, I did not raise this at all, but I asked the question as to whether there has been any member of the government—and I do not mean “member of parliament”; I mean only ministers of the crown.

The CHAIRMAN: Mr. Bushnell said, “no”.

Mr. PICKERSGILL: And Mr. Bushnell said “no”, as I understood it.

The CHAIRMAN: Right. Continue, please, Mr. Jennings.

Are there any other questions on the integrity of the C.B.C. news?

Mr. BELL (*Carleton*): A hasty review of this would seem to indicate that, as a statement of principle, it is to be commended highly. The problem is whether human frailties permit the carrying out in full of the lofty principles set forth herein.

Mr. JENNINGS: They may be lofty principles, but they are also day-to-day working directives that all our editors are subject to; and they are regarded very strictly indeed and are followed very strictly indeed by the news editors in charge at all our news rooms.

Mr. SMITH (*Calgary South*): Not to the extent, I hope, of going to the opposite direction, by over-regulation?

Mr. JENNINGS: I hope they do not over-regulate.

Mr. FISHER: Have you any indications your news service is popular and well listened to and well watched?

Mr. JENNINGS: Very much so, very many indeed.

Mr. FISHER: In other words, there is a wide public acceptance, regardless of comments members of parliament may have made about bias and integrity?

Mr. BELL (*Saint John-Albert*): They have not much choice, to look at other news services.

Mr. JENNINGS: I think in Toronto, for example, in the Toronto area, the national television news service has a very high rating, and also the national radio bulletin at ten o'clock, eastern daylight time. That has stood up tremendously well, in spite of television competition. It has, all through the years, been an outstanding broadcast so far as listener acceptance is concerned.

The CHAIRMAN: In the competitive market in Toronto you have one of the highest ratings on news, as compared to the Hamilton or Buffalo stations.

Mr. JENNINGS: Yes.

Mr. PICKERSGILL: I have a question I would like to put—and I am not a viewer of television news because it is too late at night for me.

Mr. JENNINGS: There is a very good bulletin in Ottawa, at 6:45.

Mr. PICKERSGILL: But it has been represented to me by people who view it habitually that it is too brutal. I would be interested in Mr. Jennings's comment on this. I am not endorsing it at all. I am told there has been far too much portrayal of violence. In other words, if I may use an analogy, I will not mention any Canadian newspaper—but it is too much a "news of the world" in character.

The other complaint is the foreign coverage is too extensive, and the Canadian coverage is not extensive enough.

I would just be interested to hear Mr. Jennings's comments. These comments have come from other people, I am sure, and I would like to hear what Mr. Jennings has to say about it, because I am certainly not endorsing these views at all.

The CHAIRMAN: This is completely hearsay?

Mr. PICKERSGILL: No, not hearsay, but completely "see-say", I think.

Mr. SMITH (*Calgary South*): As a committee member you are responsible for saying that.

Mr. PICKERSGILL: I am not responsible for them, but merely represent someone.

Mr. SMITH (*Calgary South*): You are not responsible at all?

Mr. PICKERSGILL: No, that is quite right. With regard to this I am not responsible at all, and I made that very clear in this matter. I wonder if we could have an answer to that?

The CHAIRMAN: You would like an opinion from Mr. Jennings?

Mr. PICKERSGILL: Yes, I think these are very serious opinions.

An Hon. MEMBER: This is one person's opinion only.

Mr. RICHARD (*Ottawa East*): I hope Mr. Smith at his next meeting will realize that he is infringing some of the rules that he wants us to keep in his own committee.

Mr. SMITH (*Calgary South*): Yes, I fully realize that.

Mr. JENNINGS: To answer the first part of your question, Mr. Pickersgill, personally I do not have that reaction, that we have too much violence, myself; but, again, in our rules and regulations for the conduct of the news service we have pretty strict instructions about that, about handling all stories of violence; and I do not myself have that impression.

As to the second part, I think we can give you figures as to the balance between national news and international news. So far as Canada is concerned we try, right across the country, to get as much as possible through our own stringers, and through the cooperation of the private stations who have their own stringers. This works out through the television news cooperative, which is operated by the C.B.C., in which the private stations supply film clips of local items to central points; and the C.B.C. feeds this out to member stations of the cooperative.

Mr. LAMBERT: This is particularly noticeable in the morning radio news, that there is a variation as between eastern Canada and western Canada, and they are an entirely different type of program. Here, in Ottawa, we get direct reports, which you do not get in western Canada. I was wondering what was the reason for the difference. I would have thought you would carry through the national news bulletin, say, on the eight o'clock news in the morning.

Mr. JENNINGS: In radio the morning bulletin is a regional one, and the main national bulletin is at ten o'clock at night.

So far as direct reports are concerned and Preview Commentary, we now make these available by line to other regions, where they can be fitted into their own news programs. I am rather surprised you are not getting direct reports in the west.

Mr. LAMBERT: No, because the morning news is a straight ten minutes of news without direct reports.

Mr. JENNINGS: We have introduced a pattern here from 7.00 to 9.15 which include direct reports through it, and time signals, and so on. If this is a successful pattern—it is part of the changing face of radio—if this is successful it will be instituted in other parts of the country; but these reports are being made available.

Mr. LAMBERT: I find them rather good hearing, as against the rather—

Mr. JENNINGS: Straight news bulletin?

Mr. LAMBERT: Yes, the straight news bulletin.

Mr. JENNINGS: Yes.

Mr. DORION: Mr. Chairman, I understood that the last rule contained in the document which we have in our hands was added after a certain incident. But regarding the other rules, I would like to know when these rules were enacted.

Mr. JENNINGS: This book started off, Mr. Dorion, with the inception of the C.B.C. news service, and it has been growing all through the years. The later inclusion of the last two rules—19.10.1 and 19.10.2—is indicative of how the thing is growing all the time. As I said, it started off from the inception of the news service.

Mr. DORION: Do I understand that every commentator for the corporation, every commentator has this document in his hands?

Mr. JENNINGS: No, sir, not commentators—the news service.

Mr. DORION: The news service?

Mr. JENNINGS: Yes. As a matter of fact, when the latest one was put out it had this introduction to news staff, from the chief news editor. This was in June, 1956. In this production dated 1956. It says:

This book has been 15 years or more in the making and began even before the start of the C.B.C. national news service on January 1, 1941.

Actually, before we started to broadcast news bulletins on the air and the staff was being assembled and the news service was being created, these regulations and directions were being created, even before the first bulletin was broadcast on the air. There were directions as to how they should conduct themselves in the news service.

Mr. DORION: Have you something here for the commentators? I suppose you have rules and regulations for the commentators too?

Mr. JENNINGS: Yes. We have the white paper on controversial broadcasts.

Mr. DORION: Was it established recently?

Mr. JENNINGS: No. It has been in existence for many years. The statements on controversial broadcasting go back to the very inception of the corporation.

Mr. DORION: I hope you will have an opportunity to file that.

Mr. JENNINGS: Since the legislation changed, I believe the white paper is a document which has been issued by the Board of Broadcast Governors. I think it incorporates a good deal of the content in the C.B.C.'s white paper. We are in the process of restating formally, as a formal affair, directives and policies which determine controversial broadcasting.

The CHAIRMAN: I know Mr. Kucherepa and Mr. Macquarrie have questions. We must, however, close off this meeting inasmuch as Mr. Art Smith and his committee on estimates will be sitting here within ten minutes. Would you so move?

Mr. SMITH (*Calgary South*): I would so move. Might I ask as a matter of procedure whether or not I am correct in saying we will follow on with the statements on cost, and also the letter? Also I wonder if we might give some consideration to having a look at some of the C.B.C.'s operations, preferably in the city of Toronto, or some other point, so as to examine in action some of its functions.

The CHAIRMAN: Yes,—that is, if we are invited and I believed we will be invited by Mr. Bushnell and his associates. We will take up that matter with the steering committee.

Mr. FISHER: I am concerned with the change the C.B.C. is making internally in respect of its group insurance plan. I would like to know when I might bring that up in the committee and whether or not there is any place for it. There are strong criticisms of the change in the plan which the C.B.C. is now considering.

The CHAIRMAN: I would imagine that will follow under the heading of personnel—public relations and personnel. If there is any particular information you wish, you might ask Mr. Bushnell now, so that he can have it prepared.

Mr. CHAMBERS: When is our next meeting?

The CHAIRMAN: On Tuesday at 11:00 a.m.

Mr. JENNINGS: May I distribute these copies of CBC Times?

The CHAIRMAN: By all means.

Mr. BUSHNELL: May I extend to all of you a very hearty invitation to be our guests in Toronto at any time you feel is opportune. We would be delighted to show you all the facilities we have. We cannot show you those we do not have, but we will endeavour to impress you with the fact that we need more.

The CHAIRMAN: Thank you, Mr. Bushnell.

THE FOLLOWING IS THE TEXT OF THAT PART OF THE
COMMITTEE'S PROCEEDINGS CONDUCTED IN
THE FRENCH LANGUAGE

ON TROUVERA CI-DESSOUS LE TEXTE DE LA PARTIE DES DÉLIBÉRATIONS
DU COMITÉ QUI S'EST DÉROULÉE EN FRANÇAIS

M. TREMBLAY:

Monsieur le président, nous avons ici, devant nous, des tableaux nous indiquant le coût de production de certains programmes. Il s'agit ici des programmes du réseau anglais. On nous remettra, probablement bientôt, le chiffre sur le coût de production de certains programmes français. Je voudrais faire remarquer que je ne suis pas du tout satisfait de ce qu'on nous a présenté. Je n'accepte pas cette façon de procéder. On ne nous donne là que des chiffres généraux, sans indication des programmes auxquels ces chiffres réfèrent. Ce que nous voulons juger ici au comité, c'est de la qualité des programmes.

Ce que nous avons à juger, nous voulons juger de la qualité des programmes en fonction de leur coût, et ce que les contribuables exigent de nous, à titre de leurs représentants, c'est que nous puissions fournir des explications sur le coût de la production et la qualité des programmes. Alors, je ne puis accepter que l'on nous donne simplement ces indications générales, sans égard aux programmes qui sont mis en cause.

Et, pour terminer, j'ajoute ceci: le comité de la radio a été institué dans le but de faire une enquête générale sur l'administration de la société Radio-Canada. Cela fait suite aux représentations très nombreuses qui ont été faites par les contribuables, et nous ne pourrions vraiment être satisfaits de ces explications très générales qui nous sont données. Ce que nous désirons, c'est de connaître quel est, dans le cas particulier de certains programmes, le coût de production, afin que nous puissions voir si ce que nous payons en vaut vraiment la peine.

* * *

M. TREMBLAY:

Monsieur le président, je ne suis pas d'accord avec mon collègue M. Smith. Je rappelle ceci, que le jour où l'on a décidé de cette procédure à laquelle M. Smith a fait allusion, notre collègue M. Fortin a bien fait remarquer qu'il n'entendait pas se soumettre aux décisions du sous-comité, du comité consultatif, si celles-ci n'étaient pas dans le sens de ce que nous désirions savoir. Et, à ce moment-là, j'ai dit que j'étais exactement d'accord avec M. Fortin.

APPENDIX "A"

CBC TELEVISION PROGRAM COST AND REVENUE NOTES

The attached tabulations provide examples of typical program costs for ten programs seen during the month of January 1959 as part of the English language Television network service.

On the revenue side, the main items are the sale of time and the program package charge. It should be noted in connection with revenues that the Broadcasting industry has as its main commodity on-air time. Time is sold in the form of spot announcements and in the form of periods occupied by programs. In the examples given in the attached sheet, program time is represented by revenue to CBC and private affiliated TV stations.

It must be remembered that the time occupied by these programs is time of the national TV network service which, by definition of the Corporation's objectives, is to be programmed, along with all other service hours, to give a balanced and varied program fare. In seeking and obtaining participation of commercial sponsors in sharing the costs of these programs, the objectives are to provide clients with a vehicle for their commercial messages in one of the most effective impact media yet devised by man, while at the same time reducing the costs of these programs to the Canadian public. Furthermore, commercial contributions to program production costs enable the CBC to improve the quality of these and other programs and, in fact, may enable the Corporation to develop other service programming which would otherwise represent too high a cost.

Now a word about rates and program costs. If, as in the United States, our Canadian population was sufficiently dense to justify a high-enough time charge for CBC and private stations, then a possible profit could result from these commercial operations. It should be noted that time charges are based on the population covered by a given station. This fact is best illustrated, probably, if we recall that it requires some fifty Television stations and over 4,000 miles of microwave network connections to achieve the population coverage in Canada which, in the United States or the United Kingdom, is attained with one station in New York or London.

The same commercial principles are applied in Canadian Television program sales as are used in the United States. However, where there is a loss incurred in program production charges for major productions by United States networks, the station time charges more than make up for such losses.

As to the question of whether the CBC's commercial operations are not resulting in a high-enough charge to the advertiser, it is abundantly clear to our Commercial Sales people through sales resistance and from the definite statements of the Association of Canadian Advertisers and the Canadian Advertising Agencies Association to the Fowler Commission that our revenue is just about what the market will bear. They have complained about the high cost of Television.

Television is indeed an expensive medium. This is a well-known fact to CBC program planning people and to the people who have developed Television programming in this country. All the elements of the theatre, broadcasting, and the motion picture industries are combined here in the production of a varying program fare from hour to hour, from day to day, and from year to year. It might be of interest to take a quick look, however, at the program costs in Canada in comparison with those in the United States. Quite apart from the examples given in the attached sheets, a category analysis will show that, for 90-minute dramas, the average United States program cost is \$135,000, whereas the CBC cost is under \$42,000. In the hour drama category, the comparison is \$81,000 for United States productions and approximately \$29,000 for Canadian.

In half-hour dramatic production, the American average of \$41,400 compares with the Canadian average of \$11,350. The one-hour variety program has an average cost of \$112,000 in the United States compared with \$47,750 in Canada, and the half-hour quiz shows in the United States average \$28,250 compared with a \$6,500 cost in Canada. These figures are provided, in the case of the United States programs, from an industry publication of high repute and, in the case of Canadian programs, from an average of our Fall-Winter production schedule.

To summarize then, it would be correct to state the objectives of CBC programming and sales people in the Television production field is to produce a good schedule and to sell, at the best price possible, such of these productions as are available for sponsorship while at the same time maintaining the quality of the programs and as low a cost as possible.

With these notes, the attached data is submitted.

CANADIAN BROADCASTING CORPORATION TELEVISION SERVICE

PRODUCTION COSTS AND ASSOCIATED INCOME.

Program	Production Costs	Administrative Overhead	Total Costs	Receipts		
				Program Contribution	Station* Time	Total
	\$	\$	\$	\$	\$	\$
A	1,263	77	1,340	1,375	3,628	5,003
B	6,216	378	6,594	3,750	2,113	5,868
C	12,963	789	13,752	5,500	2,502	8,002
D	20,722	1,261	21,983	8,500	4,197	12,697
E	11,087	675	11,762	5,200	2,342	7,542
F	6,609	402	7,011	3,700	1,982	5,682
G	11,091	675	11,766	4,000	2,188	6,188
H	6,995	426	7,421	3,750	2,146	5,896
I	5,475	333	5,808	3,600	2,424	6,024
J	20,832	1,268	22,100	5,600	2,374	7,974

*Net of payments to private affiliates.

APPENDIX "B"

CANADIAN BROADCASTING CORPORATION

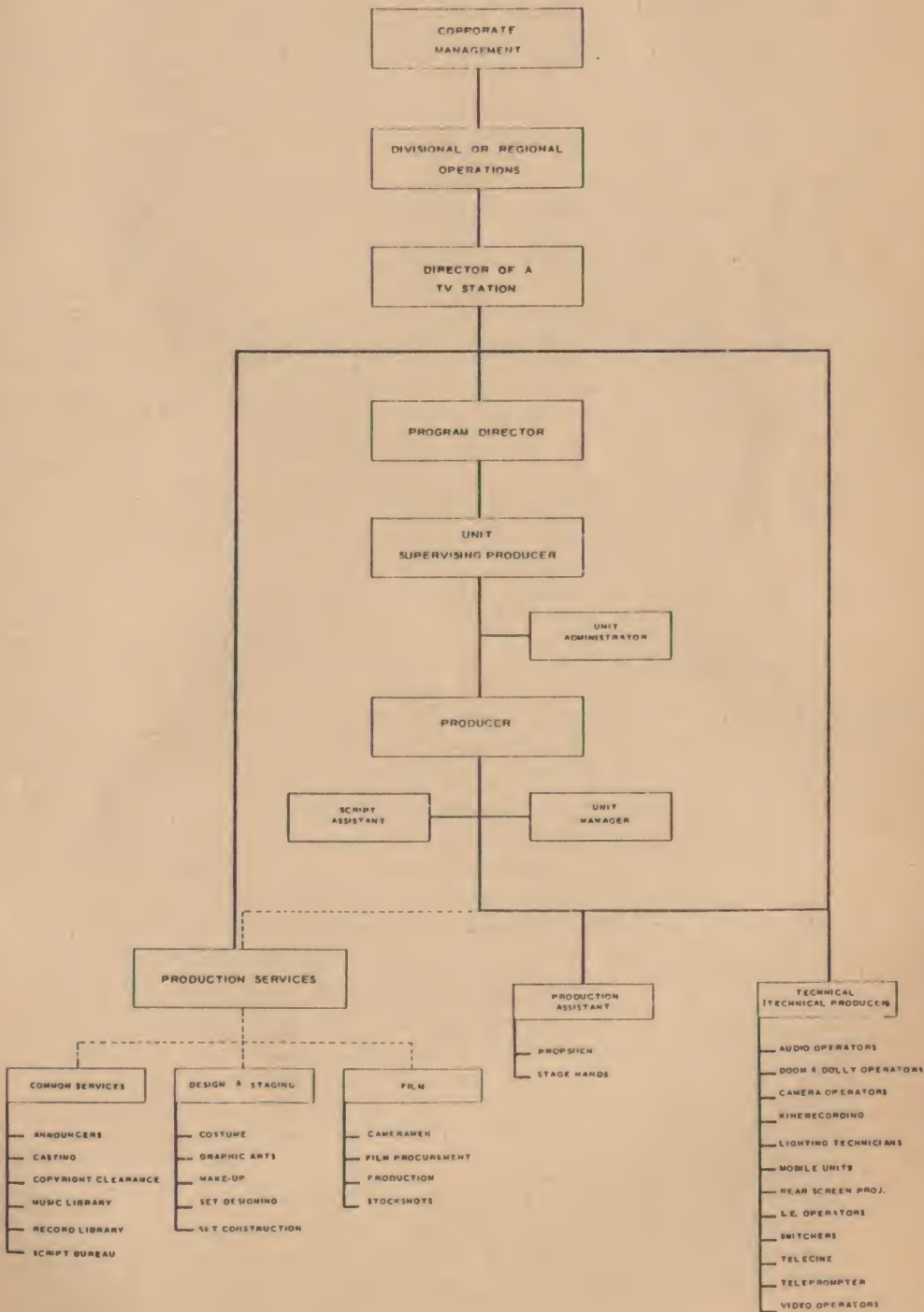
GROSS REVENUE FOR PAST FIVE YEARS

In Thousands of Dollars

Years Ended March 31

	1954	1955	1956	1957	1958
Radio.....	\$ 5,085	\$ 4,054	\$ 3,332	\$ 2,446	\$ 2,030
Television.....	2,319	8,340	16,140	21,467	26,380
	<u>7,404</u>	<u>12,394</u>	<u>19,472</u>	<u>23,913</u>	<u>28,410</u>

CHART SHOWING ADMINISTRATION FOR A TV PRODUCTION



NOTES ACCOMPANYING CHART SHOWING ADMINISTRATION OF A TV PRODUCTION

The accompanying chart gives the basic organization structure within the CBC through which flows responsibility for programming. In its application there may be variations according to local circumstances and conditions, thus the same individual at times may perform two functions.

Corporate Management is responsible to the Board of Directors for the conduct of the affairs of the Corporation to provide a national broadcasting service; it receives, interprets and applies the policies of the Board; it establishes corporate policies for all aspects of the Corporation's activities and controls the operating units.

The Department of Broadcasting at Head Office develops and recommends policies and standards and outlines an overall objective and balance for the national program service (local, regional and national networks, French and English language, sponsored and unsponsored), its distribution through owned and affiliated network stations and evaluates the whole output or any program in relation to policies and standards. The Department of Operations co-ordinates the preparation of current operational plans including hours of operation, development of the broadcast services and budgets and recommends them for approval; analyses and appraises the operations of divisions, regions and services ensuring that operations are carried out according to plans and conforming to operating standards, and recommends operating objectives and policies.

At Divisional Headquarters in Toronto for English Networks and in Montreal for French networks are directed the programming, sales, scheduling, station relations and promotional activities of the television networks. With regard to programs, the Network Director and his staff co-ordinate and supervise network program planning and presentation pursuant to policies, standards and objectives of the national program service; co-ordinate for the network the programming activities of specialist departments; maintain liaison with Broadcasting officers and committees working on program development projects and supervise maintenance of quality of network programs.

In addition to network responsibilities the divisional director, in common with other directors of geographical areas, or Directors for Provinces, as they are called, interprets and applies Corporation policy in the area he directs; establishes regional policies; manages the activities of operating units and supervises the direction of regional television and radio networks.

To clarify the details of production responsibilities shown on the chart a description of the main functions of each position follows:

The Director of a Television Station interprets and applies Corporation policy in directing and co-ordinating activities of his operating unit; initiates and recommends operating plans and related budgets; ensures proper application of allotted funds and the best use of personnel and facilities in the interests of the Corporation.

The Program Director at his station interprets and applies CBC program policies; receives, develops and formulates program ideas and proposals; plans and schedules programs; supervises activities of production staff; controls and administers program budgets; ensures maintenance of program quality and as required aids and assists in network program planning.

The Unit Supervising Producer assists the local Program Director in planning and organizing programs within his field, e.g. drama, variety, public affairs, sports, etc.; when approved, assumes responsibility for their production including supervision of production staff, control program expenditures and other costs related thereto and maintenance of program standards and quality of performance.

The Unit Administrator assists the Supervising Producer and/or Program Director and producers reporting to them in administration of personnel, talent relations and financial matters; assists the Supervising Producer or Program Director in conducting such activities for his officer and may also deputize for the Supervising Producer in his absence.

The Producer, under the supervision of the Supervising Producer and/or the Program Director may contribute to program planning by development of original ideas, by refining and developing ideas submitted by others or by formulating program patterns and plans on formats provided to him; he is directly responsible for the overall quality of the program; he may commission writers to prepare scripts; he selects the performers who are to appear on the program. Through the appropriate channels, he specifies and arranges for services from design, staging, film and from other areas common to both radio and television. Through the technical producer, he arranges for technical personnel and facilities to meet the requirements for his program. He plans and schedules rehearsals. He deals himself, or arranges for others to deal, with problems related to collective agreements with performers' and staff unions. He administers, with the assistance of a unit administrator or unit manager as assigned, the budget allocated to his program subject to regulations and limitations established by the office of the director of the television station. On sponsored programs, he may consult with agency representatives or other representatives of the sponsor. He is the senior Corporation representative at the time his program is produced and is responsible to handle any emergency situation. He ensures that the policies of the Corporation are followed in such matters as good taste, quality of performance and maintenance of production standards.

The Script Assistant acts as control-room assistant and secretary to the producer throughout the preparation and production of specific programs; notes and records all instructions of a producer during rehearsal or telecast and in the event of the absence of the Producer during a telecast, may be required to act on his behalf in the control-room.

The Unit Manager is assigned to assist a producer or producers in compiling estimates of costs of productions, in controlling these costs for him and in making business arrangements necessary to the television production.

The Production Assistant assists the producer in the detailed planning and execution of television programs; co-ordinates all non-technical studio activities and, on the studio floor, in accordance with instructions from the producer personally directs action during camera rehearsal and production.

The Technical Producer is the technical assistant of the Producer in the production of a program; directs all technical operations for the program to which he is assigned, including the work of cameramen, audio and video operators, boom and dolly operators, lighting technicians, sound-effect operators, switchers, rear-screen projectors and teleprompter operators; he also arranges, as required for use of mobile unit, kinerecording and telecine facilities.

The Producer also secures assistance from the Production Services some of which are common to radio and television, such as announcers, casting, copyright clearance, music library, record library and the script bureau. Others in the design, staging and film areas are exclusive to television. It should be noted that these departments are not responsible directly to the producer, but they provide services he requires to his specifications.

APPENDIX "D"

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DIRECTIVES AND STYLE GUIDE

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INTERNAL RULES AND REGULATIONS GOVERNING NEWS POLICY

14.7 *Integrity of CBC News.* The policy which guides operations of the CBC National News Service is based on the primary conception that this service is in the nature of a public trust; to present by radio and television all the significant news of the day's happenings in Canada and abroad factually, without bias or distortion, without tendentious comment, and in a clear and unambiguous style.

That this policy is followed without deviation is the responsibility of the Chief Editor. In actual operation, it devolves on the individual editors who are responsible for the preparation of CBC news broadcasts.

It is realized that if any channels were opened whereby pressure could be put on editors to include or exclude certain news, modify it in any way, or give it special emphasis, the integrity of the service would be lost immediately. With that in mind, editors must at all times appraise and present the news in their newcasts strictly on the basis of its objective news value.

14.8 *Accuracy.* Accurate news must be the first consideration. Stories must be faithful to the available facts. It is the responsibility of CBC editors to query and verify any story which appears to be inaccurate, incomplete or unclear, checking if necessary with the original source of the story. Editors and reporters must cultivate an alertly critical attitude in satisfying themselves of the factual accuracy of every story.

14.9 *News Sources.* CBC news bulletins are based on source material supplied by the authorized news agencies, or obtained by CBC staff as assigned, or by accredited freelance reporters and cameramen. Opening of new sources or contracting for new services must first be approved by the Chief Editor.

14.12 *Crime and Sensation.* News should not be treated in a sensational manner. Crime stories should be handled with discretion. Remember that they go direct into the home of the listener and viewer. In the case of crimes where mental illness is indicated; in family crimes that might involve murder and/or suicide; and in so-called love killings, all film coverage must be referred to a news supervisor for mature and objective assessment before it is used.

14.15 *Speculation and Prediction.* CBC editors and reporters should not editorialize, speculate, or predict in their presentation of the news, but should stick to the facts. Speculative comment can be reported, however, when made by an identified authority and so attributed.

14.16 *Impartiality.* All controversial news must be treated with absolute impartiality. Both sides of the issue must be given equal emphasis as they become available.

14.18 *Good Taste.* In all writing and film coverage the canons of good taste should apply, particularly with reference to physical and mental handicaps or deformities, race, color or creed.

14.21 *Correctives.* When we are wrong, we should say so promptly, and take remedial measures to correct the error. If the error is in source copy we may in some cases refer to the agency by name; in others it is sufficient to refer to earlier "erroneous reports". Or it may be necessary to say that we made the error "in earlier CBC News reports". Depending on the nature of the error it may be sufficient to hold the corrective until the corresponding newscast next day. But usually it is best to make the correction in the first available newscast, repeating it in the corresponding newscast later.

LEGAL

14.22 *Libel and Slander.* The greatest care should be taken against broadcasting prejudicial and unprivileged statements.

Anything that detracts from the good name of any person may be defamatory, and defamatory statements or pictures are likely to lead to legal action for damages. The same is true if you impute unfitness or misconduct of a person in his trade and calling. (Saying a newsman is a congenital liar.) You can defame a product (saying such-and-such a car is defective) as well as a person.

Provision has been made in each region for access to legal advice through the News Supervisor. Make full use of this. Call our lawyer and if still in doubt leave it out. What may be privileged publication in the press is not necessarily so in broadcasting because most provincial statutes deal only with newspapers.

This is particularly true in TV where for many years we will be breaking new ground. Even in radio broadcasting the law is not yet clear on many points of libel and defamation.

14.30 *Sensitive Areas—Television: Courts, Privacy, National Security.* While TV newsmen and cameramen should be given every reasonable chance to exercise initiative, there are some sensitive areas that cannot be invaded without the risk of public censure.

One of these areas is in the administration of justice; specifically in our courts of law. Another is that of an individual's right to privacy. Still another, the area of national security.

It is impossible to specify all individual cases, but they would include such things as an attempt to set up cameras in a court of law or in Parliament or (for the first time) in Provincial Legislatures *without prior authorization*. Another instance would be the coverage of certain defence matters such as the location of radar stations and new weapons on the security list.

Before such stories are assigned to cameramen or others, or before such material is put on the air, clearance must be obtained from the Chief News Editor.

CONTROVERSIAL NEWS

14.31 *Political.* In handling Canadian political news, including legislative debates, you must keep constantly in mind our basic policy that all controversial news must be treated with absolute impartiality, and both sides of a given issue must be given equal emphasis as they become available.

To hold views on political matters is not only the privilege, but the duty of every citizen of a democratic state in which the party system is an accepted vehicle for the expression of public choice. It is taken for granted, however, that no CBC news editor will permit his personal views, whatever they may be, to exert the slightest influence on the manner in which he may handle political copy.

It cannot be too strongly emphasized that in this regard, as in others, the CBC News Service occupies a position of public trust in giving Canadians a straightforward, balanced and unbiased presentation of the news. Neither

political predilection, personal friendship, nor any other consideration must be permitted to affect in the slightest degree the integrity of our newscasts or news programs.

14.32 Summarizing. Particular care should be exercised in presenting any summarized statements attributed to political leaders. Sometimes, in reducing a long statement to a short paragraph, simplification may result in distortion. Make absolutely certain that the full intent and meaning of the original statement is clearly expressed in any summary you write.

14.33 Attacks and Rebuttals. If an item is used that deals with an attack on the Government, or a particular party, by a member of an opposing party, equal prominent should be given to the reply, even though it may come several days later. The lapse of a few days between the attack and the reply, pressure of other news, or another editor handling the trick, might cause an unfair omission. To guard against this, editors should make a special point to keep other members of staff informed and advised by specific reminder to be on the lookout for the reply.

There are times when political news may come almost entirely from one side of the House, for several days in succession. This is often the case during budget debates, etc., when members are given the floor for a fairly extended period. In order that CBC News may not, under such circumstances, appear to be one-sided, it is often a good idea to preface such items with some such opening as:—

“Criticism of the Government by members of the Opposition continued today, etc.”

“Government members continued to hold the floor in the debate on such-and-such, etc.”

or any similar opening that would indicate just why the news seemed to present one side so consistently.

14.34 News that Might Cause Internal Friction. In a young and growing country like Canada, there are bound to be certain stresses which are, in normal times, an indication of healthy development, and which are not dangerous when counter-balanced by tolerance and understanding. But such incipient antagonisms should always be viewed as having dangerous potentialities.

With this in mind, the greatest discretion and good judgment should be used in handling any news items that might exacerbate the feelings of any particular group in this country.

The CBC News Service, like the CBC as a whole, has an important function in helping Canadians achieve mutual tolerance and understanding in the interests of national unity. English speaking vs. French speaking, Gentile vs. Jew, native-born vs. foreign-born, employee vs. employer, East vs. West, all these and other potential antagonisms can, if permitted to develop, threaten Canada's future as a nation. It is most important that the presentation of news should not in any way encourage such antagonisms.

It is not suggested that anything of real news interest should be suppressed or modified, but it should always be remembered that an injudicious turn of phrase may make a news item unnecessarily offensive to some Canadians.

14.35 Speculative Political Stories. In handling stories that speculate on important domestic political developments, you should attribute them to an identified authority, or in some cases to the news agency which carried the story.

However, if there is any doubt as to the authenticity of the report or if it appears to have serious implications, check back through the supplying agency or, if need be, call the person quoted to verify the statement before including it in your newscast.

14.36 *International News*. Sensational, inflammatory or derogatory phrasing should be avoided in handling international as well as domestic news. This should be kept particularly in mind during any period of crisis. (This rule, of course, cannot apply to quotation from statements by statesmen or other persons whose opinions are of unquestioned news value and significance.)

In international news, stories of a speculative or rumour type are at times of too great news significance to be ignored. Such stories should be clearly designated as rumour, and the source of the story, or the news agency carrying the story, should be quoted.

It should also be taken into account, that the nationality of the news agency may in some degree affect the handling and emphasis of its international news stories. This is true of Iron Curtain countries and attribution is *MUST*, indicating our awareness that "news" from such sources may well be propaganda.

15.6 *International News—Propaganda*. In periods of international tension, it is especially important that the public should be kept fully and fairly informed. Violent and inflammatory language should be avoided even if it is contained in news agency copy. Such phrasing has a far greater impact when delivered by voice. The propaganda war is one of the cold facts of the cold war, and all editors must show their awareness of this in their news handling.

If verbal attacks on the West have news value, they should be presented in proper perspective. When Western replies are available they *must* be used. And Western comment should also be used to give balance to Communist proposals that without factual background may appear quite plausible. If no Western comment is available, say so, but use it when it is.

All stories from Communist countries must be identified as to source, so that the listener can be made aware of the possibility that they are propaganda. All may not be propaganda, but the source must be given in all cases. ("A dispatch from Communist Poland says xxx", or "the Communist radio in Prague claims xxx"). Usually it is better to avoid the verb "announced" since this gives such statements an authoritative ring they may not deserve; by the same token avoid referring to "the *official* news agency" of a Communist country. If you want to say that the agency speaks for the government this can be said in so many words.

15.7 *Spot News, Closers, Opinion, Editorials*. For the most part both radio and TV deal best in spot news, although there is room for good human interest and featurish stories, especially if they can be kept short and sharp. Such items make good closers, marked *MUST* to ensure they are read. It should be recognized that some stories are just too complicated or statistical for broadcast. But the challenge is to find a way to present them *acceptably*. Failing that, they should be left out.

Stories quoting controversial *opinion* should be attributed to source and presented in proper balance. Often the *editorial* opinions of newspapers or periodicals are news; in the Western democracies they often indicate a trend of public opinion; in the totalitarian countries they directly reflect the views of the state. In using the latter you must *identify the source*; otherwise the listener has no way of weighing their true value nor judging whether they are legitimate news or propaganda. The danger of carrying such opinion stories lies in the presentation of only one side of an issue. Therefore one-sided opinion stories should not be overlaid as to position or space.

15.8 *Editorials—Canadian*. Only under very exceptional circumstances should editorials from *Canadian* newspapers dealing with controversial topics be carried. To report such opinion might lead listeners and viewers to feel that the CBC shared the opinion quoted, by giving it wider circulation, and it would

be necessary also to quote at some length from many papers in different parts of Canada in order to give a balanced picture. If a political leader, or official spokesman replies to an *editorial attack*, that becomes legitimate news and it would then be necessary to give the gist of the editorial.

If a summary of opinion on a Canadian news development is available from The Canadian Press, it may justify some reference in a CBC news story, even without quoting individual editorials. In such a case, the agency should be credited.

15.9 *Tendentious Comment.* Care should be exercised in opening sentences in stories dealing with announcements of government policy, to avoid phrases such as "housewives all over Canada are happy because" or "here is cheering news for B.C. taxpayers" etc. Opposition parties take exception to this type of presentation of government measures. In handling controversial stories that yet might have a humorous aspect be careful that the humor or irony cannot be misinterpreted. Keep it factual. News readers must keep straight-faced, even-voiced in presenting controversial items and *follow text*.

15.10 *Requests for Special Consideration.* Persons who feel they should be given special consideration—members of Provincial or Federal governments, departmental officials, groups, commercial interests, municipal officials or persons well-known in the community—may make demands or suggestions in connection with the handling of news. While such requests should be met with ordinary courtesy, they should in all cases be told very clearly that it is the policy of the CBC News Service to handle news on its news value alone, free from all personal or partisan considerations. If they attempt to give such stories direct to the newsroom, they should be advised to offer them to The Canadian Press and the British United Press.

On our part, we should ask for no special consideration by governmental sources and should avoid any such phrases as "exclusive" or "special to CBC" in presenting such news.

15.45 *Controversy—Voice, Actuality and SOF Reports.* Our aim is to ensure accurate, factual and balanced political coverage and in the general field of controversy. These principles for reporting controversial news factually and fairly apply not only to politics but to labor-management disputes and to other matters of disagreement:

Supplementary reports (on any subject and whether done by staff or freelance) should follow the same principles of objectivity and impartiality as our newscasts. Both in the writing and in the voicing.

They should be factual reports of events or background information, having however the added color and life that comes of good writing, vivid phrasing and descriptive material. Intemperate or provocative language must be avoided.

They can and should *report* opinion, but this must be attributable; our news reports must NOT be expressions of personal opinion. They are written, in effect, for the news or feature pages, not the editorial pages.

As in straight news items, they must achieve political balance; including the answers to charges when and where available.

In interviews, loaded questions that might indicate editorial opinion on the part of the interviewer must be avoided.

Remember that CBC News takes responsibility for all its reporting; it cannot be shifted to an individual reporter.

15.46 *Domestic Political Balance—Integrating Newscast/Supplementary Report.* In every case, the balance within the whole news period (newscast and direct report on radio: news item and SOF or live insert on TV) should be

carefully weighed. This includes the position, content, and length of items; frequency of use (repeat of same item) in relation to sound news value and in relation to when the news has broken or the event taken place.

Special care is needed in writing continuity (the intro to set up; closing to round off) for the SOF or direct reports. In some cases, necessary balance can be obtained by a factual reference to what has happened before; what opposition spokesmen, for example, have had to say about the subject.

Every effort—directed from the national newsrooms but also carefully considered at the source (usually Ottawa)—must be made to line up spokesmen to give the opposing view. In many cases these are best done by interviewers asking pertinent questions; in the case of especially sensitive controversy, by independent, freelance interviewers rather than by CBC staff. (While it is useful to be able to say we tried to get a spokesman—and perhaps failed—this does not relieve us of the responsibility to try other means of achieving balance.)

Use should be made of SOF or voice reports by freelance reporters or CBC correspondents to go with the voices of the political figures, rounding out the picture and “giving the other side”, where this is needed to balance partisan statements.

In all cases, experienced supervisors should set up the handling of these occasional but highly-important assignments, with the responsibility to see they are followed through on the air.

18.1 General Approach. Elections are news and the results are the important thing. They should be given as simply, promptly and accurately as possible.

However, supplementary material including background, color, interviews with candidates and commentary can be extremely interesting.

Careful planning well in advance ensures the best election service.

Post-mortems are useful, but don't throw away the benefit of past mistakes. Keep careful files on elections past and review them whenever another comes up—provincial, federal, municipal or by-election.

If you work out new techniques of presentation share them with all other newsrooms.

Federal and Provincial Elections, By-Elections

18.2 Advance Plans. Plans for special coverage of all elections must be made in detail well in advance. They should include a check with news agencies to find how they intend handling results and from what source. *The importance of a close check with the agencies cannot be over-emphasized*, since this will disclose the adequacy of the planned news agency election service in relation to our needs and will enable you to request additional coverage or to make other arrangements if necessary.

In all such elections, the agencies should be credited with all *tabulations* that are used; the credit included in each bulletin. (Visually, where pertinent, on TV). These tabulations would include Party standings for which the agencies assume all responsibility. They should also be credited when they accept responsibility for *reporting* (not “conceding”) victory in an election. The fact that *CP service is copyright* should be mentioned at the start of each hour of service.

Close cooperation and liaison should exist between the radio and TV newsrooms on election night and a great deal of duplicate work may be avoided by a central setup. The extent of coordination should be determined at an early stage in the preparations. The drawbacks of simulcasts should be recognized.

18.3 Election Schedules. Both radio and television Editors-in-Charge should consult their local program officials to draft a schedule of bulletins. It is suggested that in provincial elections a *minimum* of five or ten-minute

bulletins every half hour, starting about half an hour or an hour after the polls close should normally make for adequate coverage. In the provinces with larger legislatures, a continuous service of bulletins may be needed. Copies of the draft schedule should be sent to the Chief Editor for his information.

18.4 *National Service.* In the handling of federal elections, national service will be coordinated in Toronto (in Montreal for French) but provision will be made for *basic regional service*. The national periods will serve largely to supplement this basic service.

18.5 *Local Coverage.* In both radio and TV local coverage, or supplementary coverage, should be arranged where needed on CBC stations.

18.6 *Blackout.* Two days before any election, a reminder of the 48-hour blackout should be posted by supervisor in each newsroom. During this period, no routine campaign speeches may be carried nor any review of campaign issues. Any last-minute charges, replies or counter-charges of extraordinary importance should be referred to the Editor-in-Charge or Chief News Editor for decision. A factual advance on the election is permissible, mentioning the contending parties.

18.7 *Results.* No results of *any election* may be broadcast in any area holding elections *before the polls close*. For example, if by-elections are held in the Maritimes and B.C. on the same day, the Maritime result cannot be broadcast in B.C. until the polls in B.C. have closed. The reason: to avoid influencing the vote. The same principle applies to broadcasting federal results across the country.

18.8 *Statements from Leaders.* The Editor-in-Charge or the representative of the Talks Department should line up the leaders of all major parties for statements in person when the overall result of the election is known.

18.9 *Nominations.* We should carry only the newsworthy nominations, not the routine naming of candidates because it is impossible to carry them all. Some, however, may be of unusual interest: the nomination of party leaders, key ministers, or the like. Mention should be made of the other contesting parties, if they are already in the field, to give fair balance to any nominations that are reported.

In the same way, *routine campaign speeches* can be ignored. A sensible procedure is to cover only the *party leaders*, apart from any particularly newsworthy announcements or unusual breaks.

18.10 *Popular Vote.* It is particularly important that election news should be handled in a completely factual and objective way. Some words and phrases have an emotional significance that might indicate that the CBC shared in the joy of a political victory or the disappointment of defeat. Any phrasing should be avoided that might make such an inference possible.

Care should be taken in reporting the overall result of an election when one party wins a big majority of the seats. News agencies may describe such a result as a "landslide" victory or an "overwhelming" victory for the winning party. But we should be wary of such sweeping terms since in some cases the party winning a large majority of the seats actually receives a bare majority of the *popular vote*. Editors should always try to obtain for use, preferably on election night, a tabulation of the popular vote.

Care should also be used in quoting from the post-election comment of party leaders, to see that this is evenly balanced.

18.9 *Film Coverage of Political Statements or Interviews.* Often the best way to present any story, even one with partisan political implications, is to have the central figure himself tell it. However, political stories can also be handled as interviews, either by staff or non-staff interviewers since they can elicit the essential news by pointed questions. This also helps to keep

the nature of the news clip and its length under our control. It is sometimes best to use a freelance interviewer in handling hot domestic political controversy.

In some cases it may be desirable to ask a minister or member to repeat (or even to give an advance on) a statement made in Parliament or Legislature. In such cases, it is important to make sure that what is being shot is the part we want from the actual statement and not paraphrasing that would give it a partisan twist.

In the rare case where you might film a statement in advance, you should check on its actual presentation. (We must, of course, present any filmed material for what it actually is; not lead viewers to believe that this is the actual presentation of the statement when it is not.)

In all cases it should be made clear that by shooting such interviews or statements we make *no commitment* to show part or all of them. This is a decision for the Editor-in-Charge or for the editor on duty in assembling his newcast.

19.10.1 *Newsfilm Editing—Responsibility.* Final responsibility for the content of all news programs rests with the TV Editor-in-Charge, or his delegate within the News Service. This includes the editing of newsfilm. While all editors should realize that the preparation of news for television requires a high degree of cooperation, bringing together the best skills of news editing and film editing, this does not relieve the News Service of responsibility for content in line with established policies that govern the accuracy and integrity of our news. (See also below).

19.10.2 *Filming and Editing Public Speeches.* To avoid the highly improper inter-cutting or inappropriate shots in newsfilm reports of political or other public speeches, the following safeguards must be observed:

When filming speeches, change lens after each *complete* sequence, alternating between medium shot and medium closeup. If there is applause or booing, keep the camera rolling to the end of the demonstration, either holding on the speaker or, if possible, panning over to the audience for visual reaction.

Do not shoot *unrelated* applause by the audience. If a sound camera is being used to take crowd shots for cutaways, shoot neutral scenes showing people, but not people who are applauding or booing.

In the film editing (under editorial supervision) never under any circumstances use "unrelated" sound-on-film reaction scenes as cutaways, and be extremely careful about what you use even as a silent cutaway.

Before use, all edited film must be screened by the editor responsible to ensure that the above safeguards have been observed.

Appendix "E"

Copy

P. S. ROSS & SONS

Montreal, Toronto, Saint John,
Ottawa, Vancouver, Calgary,
London, Ont.

360 St. James Street West
MONTREAL 1.

May 1, 1958.

Mr. J. A. Ouimet,
General Manager,
Canadian Broadcasting Corporation,
P.O. Box 806,
Ottawa, Ontario.
Dear Sir:

We recently completed the assignment undertaken in November 1956 to review the accounting methods and procedures of the Canadian Broadcasting Corporation and wish to report to you briefly on the objectives and scope of the review.

Throughout we worked closely with officers and personnel of the Corporation. Every effort was made to keep the officials concerned—both operating and accounting—advised of developments and to have them active in the working out and installation of new procedures. When new procedures were drawn up, the installation was done mainly by Corporation personnel who had the responsibility of operating under such revised procedures. In some cases we limited ourselves to a review of proposals drawn up by your personnel.

At all times we had the full co-operation and assistance of your officers and staff. Their advice was of great help to us.

Objectives:

The objectives may be summarized as:

1. The decentralization of accounting to parallel the decentralized organization.
2. The elimination of detailed accounting records at head office where considered appropriate and the establishment of an integrated accounting system.
3. The recording in the accounts and financial reports showing a separation of the results of station operations from network operations and a separation of these results between sustaining programs and sponsored programs.
4. The revision of accounting methods to strengthen accounting control and reduce costs.

It was planned that our work would be completed so that the changes would be put into effect for the fiscal year 1958/59 commencing April 1, 1958.

Some of the new procedures will not be put into operation in full until after April 1, 1958. These comprise principally those phases of program costing where it is most convenient to have the changes effective at the commencement of the "program" year, ie., July 1, and the introduction of some accounting equipment which is scheduled for the summer of 1958. We believe that the Corporation personnel is qualified to complete the installation of the new procedures and to carry out the continuing review and study to which procedures should be subjected in the light of changing conditions.

Scope:

Our work has been mainly concerned with procedures in the Comptroller's office and in the regional accounting offices. In the course of the assignment we visited all accounting offices of the Corporation. Insofar as information flows from sources outside these offices it was necessary to examine the clerical procedures in other sections of the Corporation organization. In general we limited the scope of our work in these other sections to the phases of recording and reporting information which were essential to establishing proper accounting procedures.

Program:

Each phase of our assignment was planned with your personnel and the program proceeded with smoothness despite the difficulties encountered in making changes in an enterprise as large as your Corporation.

Conclusion:

During the course of our engagement, Mr. A. M. Henderson, C.A., joined the Corporation as Comptroller. In accordance with your suggestion we will be pleased to continue our relationship with the Corporation as Financial and Accounting Consultants, as and when required throughout the next year, for the purpose of meeting and discussing with Mr. Henderson and others of the Corporation any problems that might arise in the application of the new procedures.

Yours very truly,

(Sgd.) P. S. ROSS & SONS.

